Committee	Dated:
Homelessness and Rough Sleepers Sub-Committee Rough Sleepers Strategy Group	18/02/2019 22/01/2019
Subject: Homelessness and Rough Sleepers Performance Report	**Public**
Report of: Andrew Carter, Director of Community and Children's Services	**For Information**
Report author: Tinu Williamson-Taylor, Senior Performance Analyst	

Summary

This report informs Members of the level and nature of homelessness and rough sleeping activity within the City of London during the third quarter (Q3) of 2018/19.

During this period, the number of rough sleepers in the City of London increased significantly, bucking the recent trend. There had been a sustained reduction in the number of rough sleepers until this period, demonstrating effectiveness in the support provided to settle some members of this group. Unfortunately, Q3 appears to show a reversal of this trend. The outreach team and corporation officers are discussing options to better address the new situation.

The increased number of rough sleepers can be largely attributed to the increased number of those categorised as new rough sleepers. They account for almost 50% of the rough sleeping population this quarter, compared with 20% in Q2. It should be noted however, that there is some evidence that the increased number of new rough sleepers may have been exaggerated by those unknown to the team at the time they were seen.

Almost eight in 10 of new rough sleepers reported in the period did not spend a second night out, demonstrating improvement in performance compared with the previous quarter. Seven of the new rough sleepers joined the longer-term living on the street cohort and the number of RS205 clients,[1] those most entrenched and hard-to-help people increased slightly to 11 this quarter.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. This report sets out information relating to homelessness and rough sleeping for the Q3 period, October 2018 to December 2018.

[1] RS205 (rough sleepers 205) clients are identified as the most entrenched and prolific and hard-to-help rough sleepers

2. Rough sleeping is a form of homelessness and, according to the Combined Homelessness and Information Network (CHAIN)[2], rough sleepers are: *"people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations, or 'bashes')"*. For the purpose of this report, the definitions of the three categories of rough sleepers considered are described in Table 1.

Table 1: Categories of rough sleepers

New rough sleepers	Those who had not been contacted by outreach teams and identified as rough sleeping before the period.
Living on the streets	Those who have had a high number of contacts over three weeks or more, which suggests that they are living on the streets.
Intermittent rough sleepers	People who were seen rough sleeping at some point before the period began, and who were contacted in the period – but not seen regularly enough to be 'living on the streets'.

Source: CHAIN Quarterly Report

Total rough sleeping

3. During the period October to December 2018, the number of individual rough sleepers in the City increased significantly by 99 people to 212 this quarter, indicating an increase of 87% from Q2. This compares with only 6% across London and is well above that for all other comparative local authorities.

4. This significant spike in the number of rough sleepers is being investigated by the outreach team and corporation officers, and the way this data is presented next quarter may differ as a result.

Table 2: Number of rough sleepers' trend - 2018/19

	2018/19			
	Q1	**Q2**	**Q3**	Q2 to Q3 % change
City of London	125	113	212	87.6%
Southwark	135	171	152	-11.1%
Tower Hamlets	98	137	76	-44.5%
Camden	248	281	298	6.0%
Westminster	774	836	905	8.3%
London	2595	3103	3289	6.0%

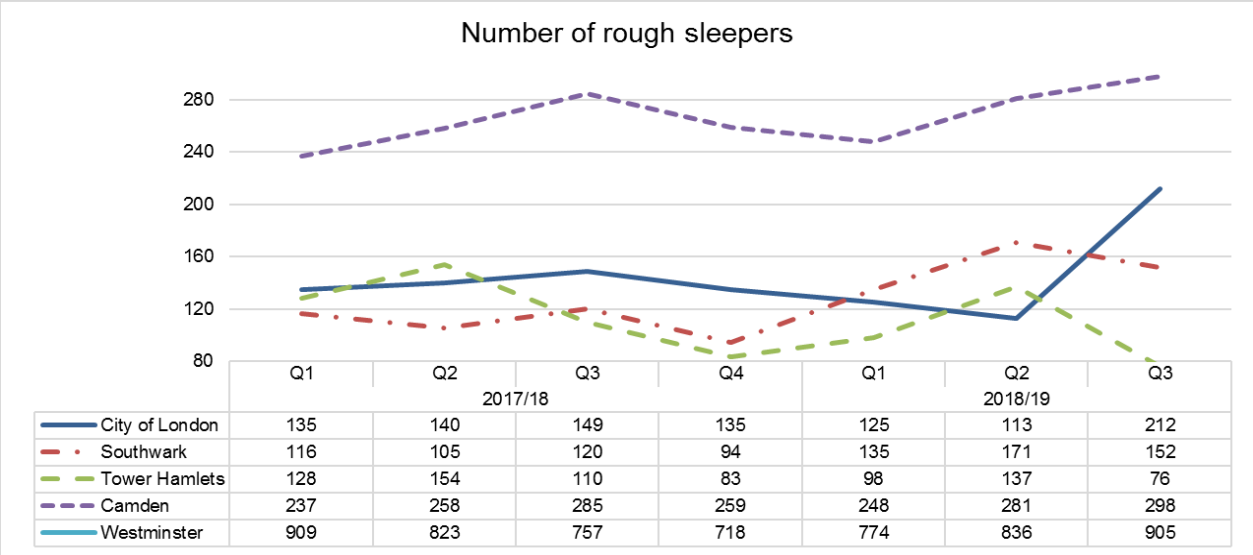
5. The proportionate increase in the total number of rough sleepers from Q2 was significantly higher in the City this quarter, *plus* 87% compared with Southwark and Tower Hamlets. Both councils witnessed a decrease in the total number of rough

[2] CHAIN is a multi-agency database recording information about rough sleepers and the wider street population in London.

sleepers by *minus* 11% and *minus* 44% respectively. Westminster also saw a small increase (69 people) in Q3 compared with numbers reported in Q2.

6. The increased total number of rough sleepers is due to the significant rise in the number of new rough sleepers reported this quarter. It is thought that the difficulties experienced by workers to identify and categorise some sleepers when they are deep in sleep with their faces covered may have contributed to most being reported as new rough sleepers, when in fact they could be intermittent returners.

Graph 1: Number of rough sleepers



	Q1	Q2	Q3	Q4	Q1	Q2	Q3
	2017/18				2018/19		
City of London	135	140	149	135	125	113	212
Southwark	116	105	120	94	135	171	152
Tower Hamlets	128	154	110	83	98	137	76
Camden	237	258	285	259	248	281	298
Westminster	909	823	757	718	774	836	905

7. The 212 rough sleepers reported during this quarter is the highest ever reported for the City of London. This population consist of:

- 99 people (47%) new rough sleepers
- 66 (31%) longer-term rough sleepers described as 'living on the streets', of which 11 people were identified as part of the most entrenched hard-to-help RS205 clients
- 54 (25%) people who sleep rough intermittently and have returned to the streets (as defined in Table 3.

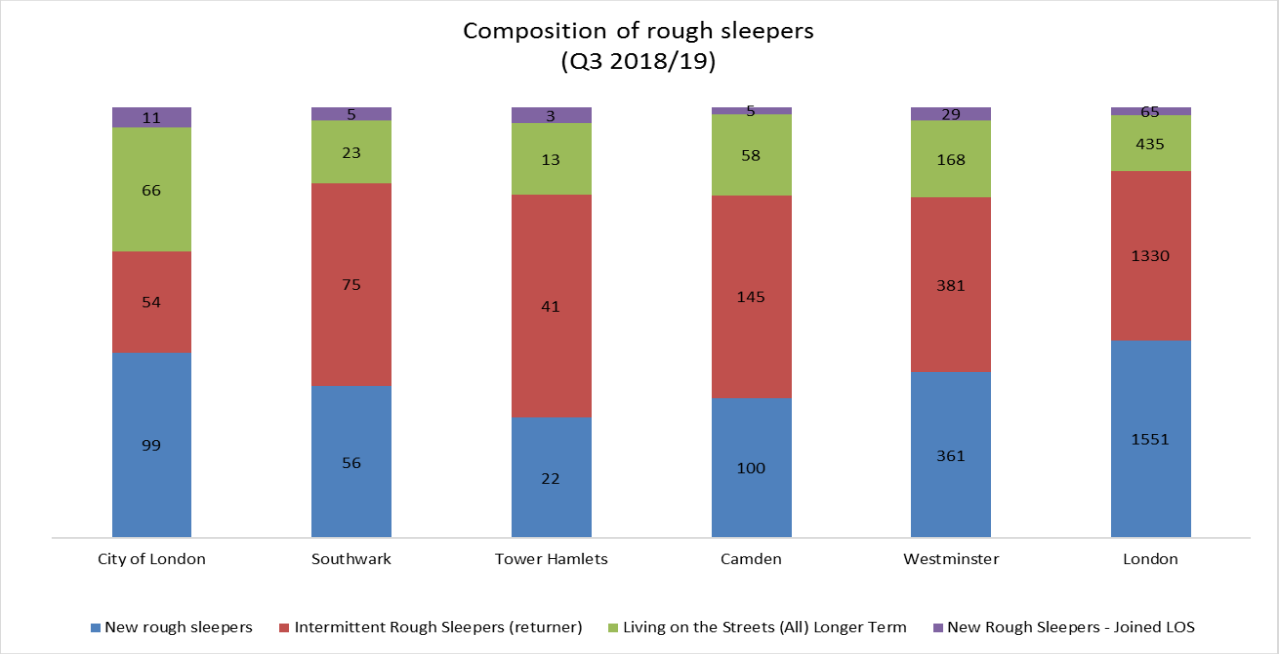
Table 3: Composition of rough sleepers in Q3 2018/19

	New rough sleepers	Intermittent rough sleepers (returner)	Living on the streets (LOS) (all) longer term	New rough sleepers - joined LOS[3]	Total
City of London	99	54	66	7	212
Southwark	56	75	23	2	152
Tower Hamlets	22	41	13	0	76
Camden	100	145	58	5	298
Westminster	361	381	168	5	905
London	1,551	1,330	435	27	3,289

[3] New rough sleepers - Joined LOS = New rough sleepers who have joined the living on the street's cohort. This category is counted in two categories (new rough sleeper and the living on the streets categories) so the overall total will only include these figures once to avoid double counting.

8. The proportion of sleepers that are new (47%) in the City of London during Q3 is in line with the London-wide average of 47%, and above that of all other benchmarking local authorities.

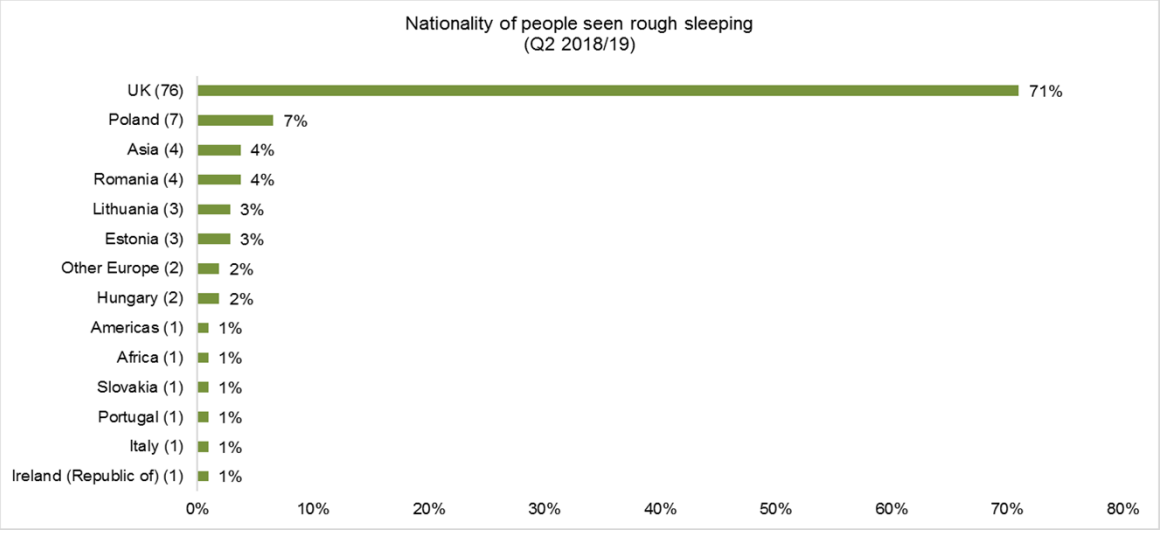
Graph 2: Composition of rough sleepers during Q3 2018/19



Nationality of rough sleepers

9. People of UK nationality made up about three quarters of the rough sleeping population in quarter 2. Those from Central and East Europe account for 13% of which those from Poland are the largest group. *Please note that nationality data for Q3 is yet to be released.*

Graph 3: Nationality of rough sleepers during Q2 2018/19

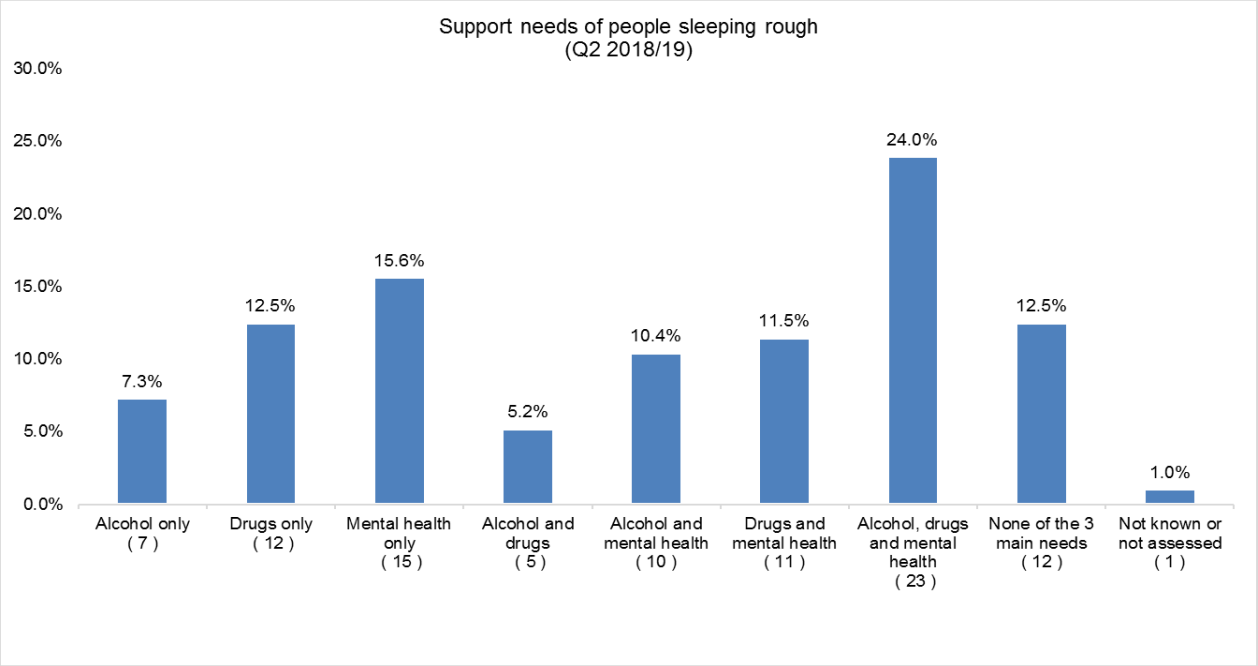


10. The ethnic profile and distribution are not entirely dissimilar to that of the City, as reported in the 2011 national census, where 61% of those aged 25 and above were of White-UK ethnic origin, 5% where Asians and 20% where White-Other, including White Europeans.

Support needs of rough sleepers

11. Fifty-nine (61%) rough sleepers during Q2 were supported for mental health needs. This is followed by those with drug (53%) and alcohol (47%) problems. Twenty-three people (24%) were supported for all three needs. Twelve people had none of the three main category of needs. Plans are being made to survey and audit rough sleepers about their specific drug use which will inform the specific range of support required. *Please note that support needs data for Q3 is yet to be released.*

Graph 4: Support needs of rough sleepers during Q2 2018/19



New rough sleepers

12. There has been a consistent reduction in the number of new rough sleepers reported for the City of London in recent quarters. However, this trend was bucked in Q3 with an increase of over 300% from previous quarter. This spiked increase is unusual for the City and may be explained by some difficulties encountered with exact identification of some rough sleepers at the time of contact, and were often unknown but reported as new.

13. It is also important to note that the period also saw (on 29 November) the national street count of rough sleepers. This task utilises volunteers and operates between midnight and 4.00am. This means that many more rough sleepers are recorded as known that we would normally expect on a single night.

14. Retrospective analysis of the CHAIN data reveals that 54 of the 99 Flow clients (new rough sleepers) counted in the period are recorded on CHAIN as unknown. It may be

possible to merge any number of these records. Hence, we must assume that this has been a significant contribution to the increase in Flow this quarter.

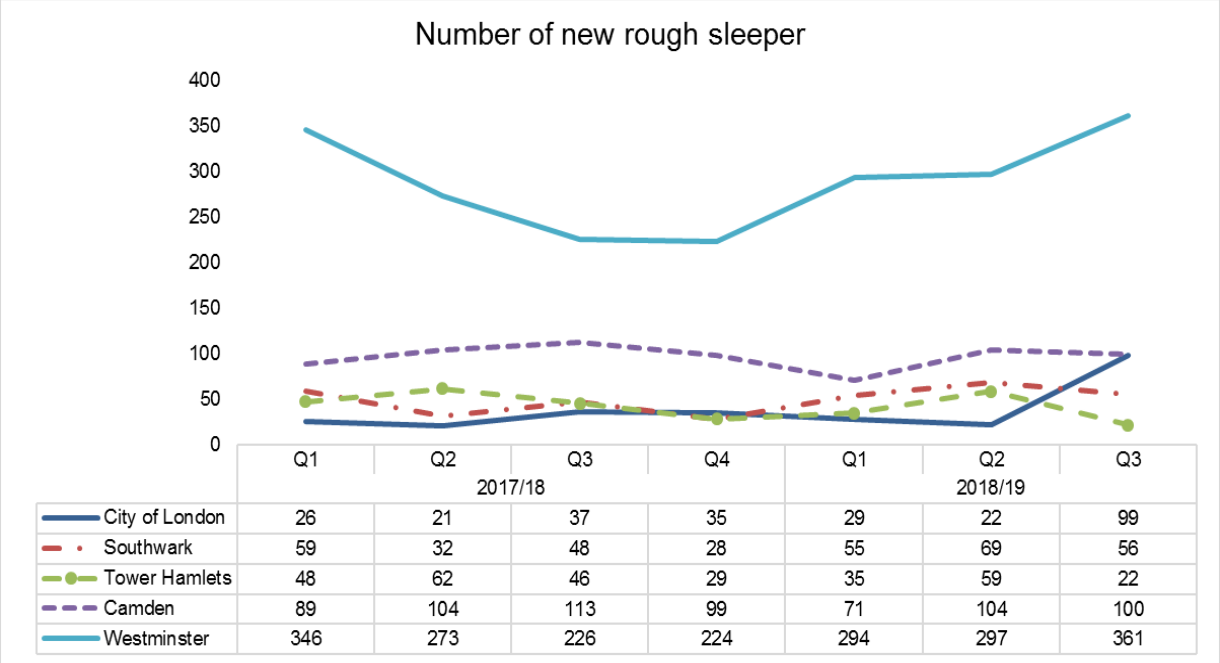
15. The number of new rough sleepers increased by 77 to 99 in Q3. This quarter saw the highest proportionate share of this group in recent periods (Table 4). The City also reported the highest proportionate increase when compared with other benchmark groups (Graph 5).

Table 4: Proportion of rough sleepers that are new over time

	2017/18				2018/19		
	Q1	Q2	Q3	Q4	Q1	Q2	Q3
City of London	19.3%	15.0%	24.8%	25.9%	23.2%	19.5%	46.7%

16. Seventy-five people out of the total of 99 new rough sleepers during Q3 did not spend a second night out[4] and seven people joined the longer-term living on the street cohort.

Graph 5: Number of new rough sleepers



	Q1	Q2	Q3	Q4	Q1	Q2	Q3
	2017/18				2018/19		
City of London	26	21	37	35	29	22	99
Southwark	59	32	48	28	55	69	56
Tower Hamlets	48	62	46	29	35	59	22
Camden	89	104	113	99	71	104	100
Westminster	346	273	226	224	294	297	361

Rough sleepers not spending a second night out

17. Twenty-four new rough sleepers were reported to have spent a second night out, compared with nine in the previous quarter. This indicates that 76% of new rough sleepers did not spend a second night out during the third quarter of 2018/19.

18. The City's performance for this measure is below the London average (83%) but above that of Tower Hamlets (64%) and in line with that of Southwark (77%).

[4] Those who spent a single night out but were not seen rough sleeping again during this period.

19. Of the 24 people (24%) out of the 99 new rough sleepers that spent more than one night out, seven joined the 'living on the streets' cohort.

Table 5: Percentage of new rough sleepers not spending a second night out

	2017/18				2018/19		
	Q1	**Q2**	**Q3**	**Q4**	**Q1**	**Q2**	**Q3**
City of London	69%	71%	81%	77%	76%	59%	76%
Southwark	73%	75%	69%	64%	62%	78%	77%
Tower Hamlets	83%	81%	76%	83%	71%	76%	64%
Camden	73%	77%	61%	69%	79%	75%	82%
Westminster	75%	78%	75%	71%	82%	78%	83%
London	80%	82%	77%	79%	80%	80%	83%

20. The proportion of new rough sleepers who spent more than one night out in the period is better than in Tower Hamlets (36%), in line with Southwark (23%) but above that in Camden (18%), Westminster (17%) and the London-wide average (17%).

Living on the streets (longer-term rough sleepers)

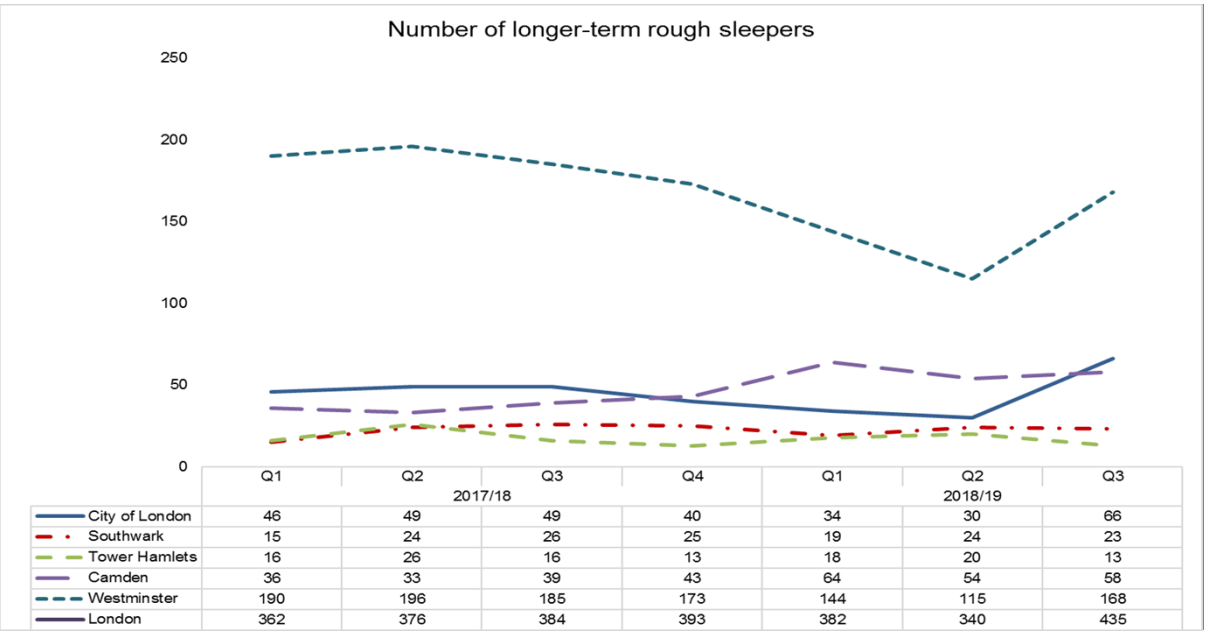
21. The total number of people sleeping rough on a longer-term basis also increased this quarter, indicating a 120% increment from Q2 to 66 people.

22. All other benchmark authorities experienced increases in the size of this cohort, apart from Tower Hamlets and Southwark, which both reported a decrease of *minus* 35% and *minus* 4% respectively.

23. The number of longer-term rough sleepers is also noticeably higher in the City compared with geographical neighbours, apart from Westminster (Graph 6).

24. The number of longer-term rough sleepers is also above that reported for the same period in 2017 (49), indicating a 35% increment.

Graph 6: Number of longer-term rough sleepers



	Q1	Q2	Q3	Q4	Q1	Q2	Q3
	2017/18				2018/19		
City of London	46	49	49	40	34	30	66
Southwark	15	24	26	25	19	24	23
Tower Hamlets	16	26	16	13	18	20	13
Camden	36	33	39	43	64	54	58
Westminster	190	196	185	173	144	115	168
London	362	376	384	393	382	340	435

25. The proportion of longer-term rough sleepers in the City has been consistently higher than benchmark groups in recent times. In Q3, this is 31% compared with the London average (13%) and is above the Q2 average (27%).

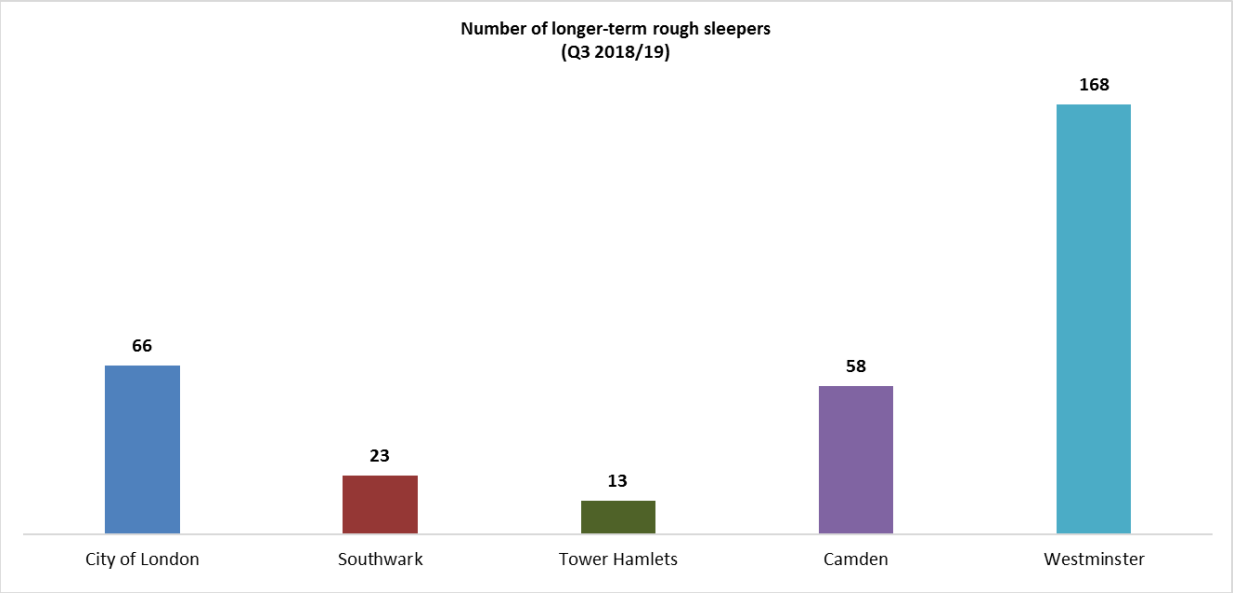
26. Eleven RS205 clients, (i.e. most entrenched and hard-to-help 205 identified rough sleepers), were recorded by CHAIN as sleeping rough in the City during Q3. This is slightly more than nine reported in Q2 and is the same as that reported in Q1 (11). This consistent number is a sign of a good achievement given the number of challenges with this group.

Table 6: Number of longer-term rough sleepers compared with previous period

	Living on the streets (All) longer term	Change from last period	Change on same period last year	Living on the streets (All) longer term	Change from last period	Change on same period last year
	Q2			Q3		
City of London	**30**	-4	-19	**66**	36	17
Southwark	**24**	5	0	**23**	-1	-3
Tower Hamlets	**20**	2	-6	**13**	-7	-3
Camden	**54**	-10	21	**58**	4	19
Westminster	**115**	-29	-81	**168**	53	-17
London	**340**	-11%	-10%	**435**	28%	13%

27. Consideration should be given to the perception of the City of London as having more rough sleepers than it actually has; this could be as a result of the high number of beggars seen about and perceived as rough sleepers, when in fact this is not the case, as they are often not 'bedded down', that is not sleeping rough.

Graph 7: Number of longer-term rough sleepers reported in Q3



Intermittent rough sleepers (returner)

28. Fifty-four people sleeping rough in the City were not seen regularly on the street and had not returned to the streets over the period of October to December 2018. This represents a 14% decrease from the number reported in the previous quarter.

Table 7: Number of intermittent rough sleepers compared with previous period

	Q1	Q2	Q3	Q2 to Q3 % change
City of London	62	63	54	-14%
Southwark	63	78	75	-4%
Tower Hamlets	49	59	41	-31%
Camden	114	130	145	12%
Westminster	340	433	381	-12%
London	1159	1406	1330	-5%

29. Twenty-five (46%) intermittent rough sleepers had one 'bedded down' contact with outreach workers. Twenty-nine had two or more contacts, of which 11 (20%) had two contacts and one person had six or more contacts during the same period.

30. The City's proportionate rate of contacts made with intermittent rough sleepers is comparable to that of London during the same period.

Table 8: Proportion of 'bedded down' street contacts made with intermittent rough sleepers – Q3

	City of London	London Average
1 street contact	46.3%	45.3%
2 street contacts	20.4%	27.7%
3 street contacts	16.7%	15.7%
4 street contacts	14.8%	10.1%
5 street contacts	0.0%	0.7%
6 or more street contacts	1.9%	0.5%
Total	**54**	**1330**

Accommodation stays during Q3

31. When all accommodation outcomes are considered, the number of people booked into accommodation in Q3 more than doubled compared to the last quarter, increasing from 40 to 82.

32. The use of the City's Assessment Hubs account for more than half of all accommodation, demonstrating increased use of this type of service to 44 people in Q3. There was also increased use of bed and breakfast accommodation, and more people (9%) were supported with reconnection. Four people were supported under the severe weather emergency protocol (SWEP) programme this quarter. SWEP is a short-term, temporary shelter provided to anyone sleeping rough regardless of their local connections or recourse to public funds when temperature is forecasted to reach 0°celsius or below.

Table 9: Number and percentage of Q3 accommodation stays

	No. of stays		% share	
Accommodation	**Q2**	**Q3**	**Q2**	**Q3**
City Assessment Hubs	18	44	45%	54%
Bed and breakfast	4	13	10%	16%
Clinic/detox/rehab	1		3%	0%
Hostel	6	7	15%	9%
Long-term accommodation	1	1	3%	1%
No second night out	8	0	20%	0%
Temporary accommodation (local authority)	2	2	5%	2%
Supported reconnection		7	0	9%
SWEP (Local)		3		4%
SWEP (Pan-London)		1		1%
Winter/Night Shelter		4		5%
Total stay	**40**	**82**	**40**	**82**

Implications

33. The prevention and relief of rough sleeping in the City links directly to the 2018-20 corporate plan, particularly the aim of contributing to a flourishing society.

34. There are no direct financial or legal implications associated with this report.

Health Implications

35. There are no direct health implications associated with this report.

Conclusion

36. Q3 2018/19 has seen an increase in the homelessness and rough sleeping activity within the City. The percentage increase appears to be an outlier and the data is being questioned and discussed with CHAIN – the organisation responsible for data collection. There is a correlating increase in the number of new rough sleepers, those joining the longer-term rough sleeping cohort, as well as the number of RS205 clients, (the most entrenched 205 identified rough sleepers).

37. In Q3, 76% (75 of the 99) of new rough sleepers spent just a single night out and were not seen rough sleeping again. This indicates an improvement on last quarter's performance of 59% and is in line with the set target of 76%. Intense mediation and alternative accommodation, including in the private rented sector, have contributed to this improvement.

38. Twenty-four (24%) of the 99 new rough sleepers spent more than one night out and seven of the new rough sleepers joined the 'living on the streets' cohort.

39. The number of people (80) booked into accommodation doubled this quarter and the majority were booked into the City's Assessment Hubs. A few were also supported with reconnection.

40. There is a public perception of a higher number of rough sleepers in the City due to people perceiving beggars as rough sleepers, even though they are not 'bedded down'. The uniqueness of the City's geographical location and size lends itself to being positioned where an increased movement of other rough sleepers or people perceived as rough sleeping navigate through the City (even if they may reside in another borough).

41. It is not certain if the new high number of rough sleepers is a flux to become the norm or is an outlier. Further investigations and discussions are ongoing with neighbouring boroughs to understand the effect of their activities and impacts that may have resulted in push or pull of rough sleepers to the City. Additional updates and outcome of investigation will be provided verbally to the Committee.

Appendices

- Appendix 1 – Detailed trend graphs covering an extended period

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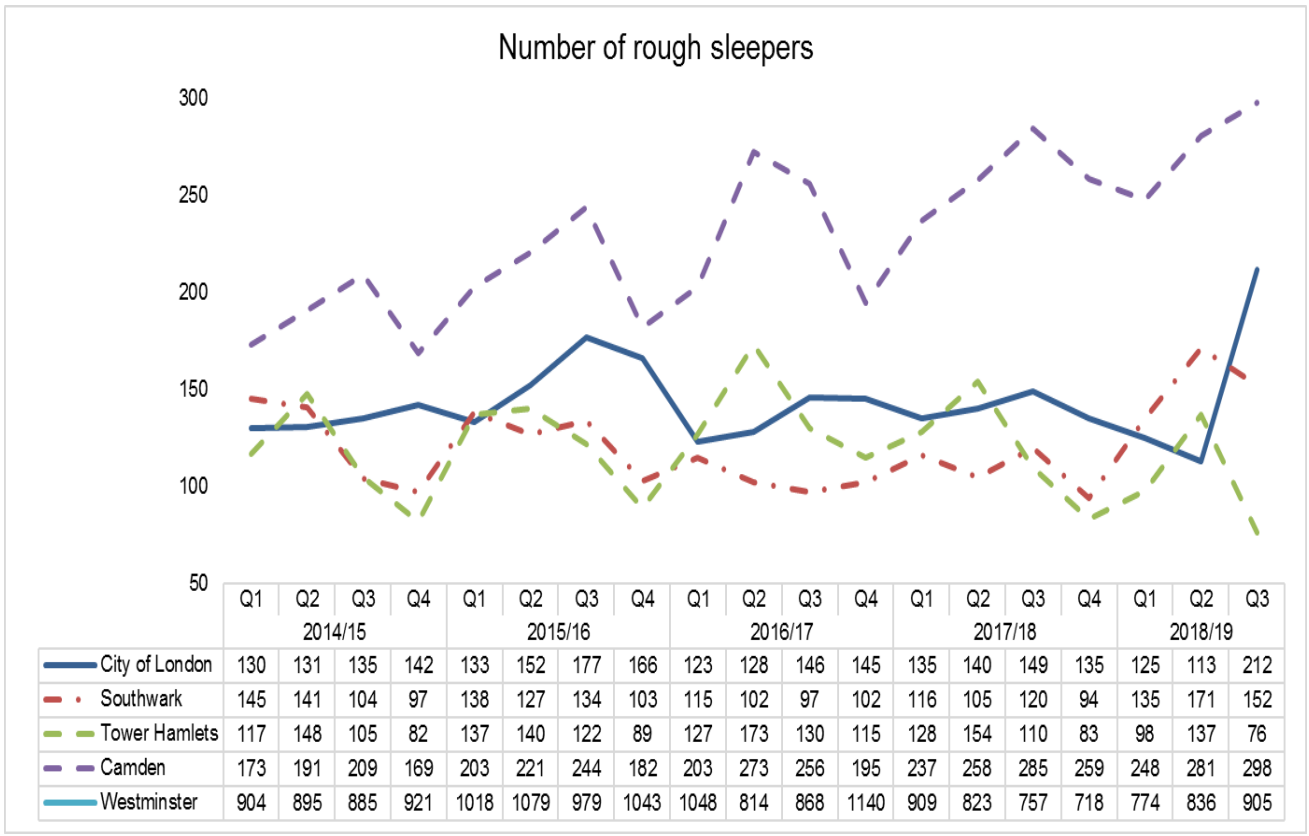
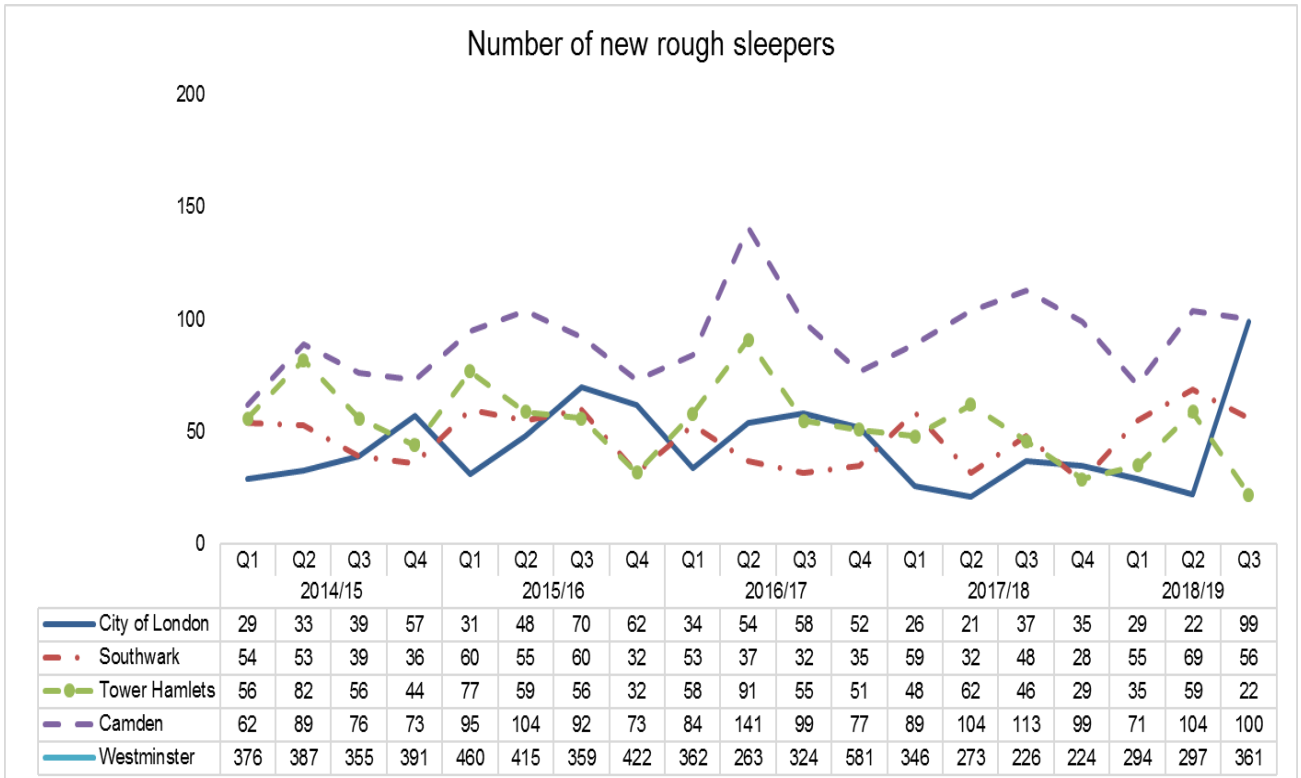
Appendix 1 – Detailed trend graphs covering an extended period

Graph A1: Number of rough sleepers



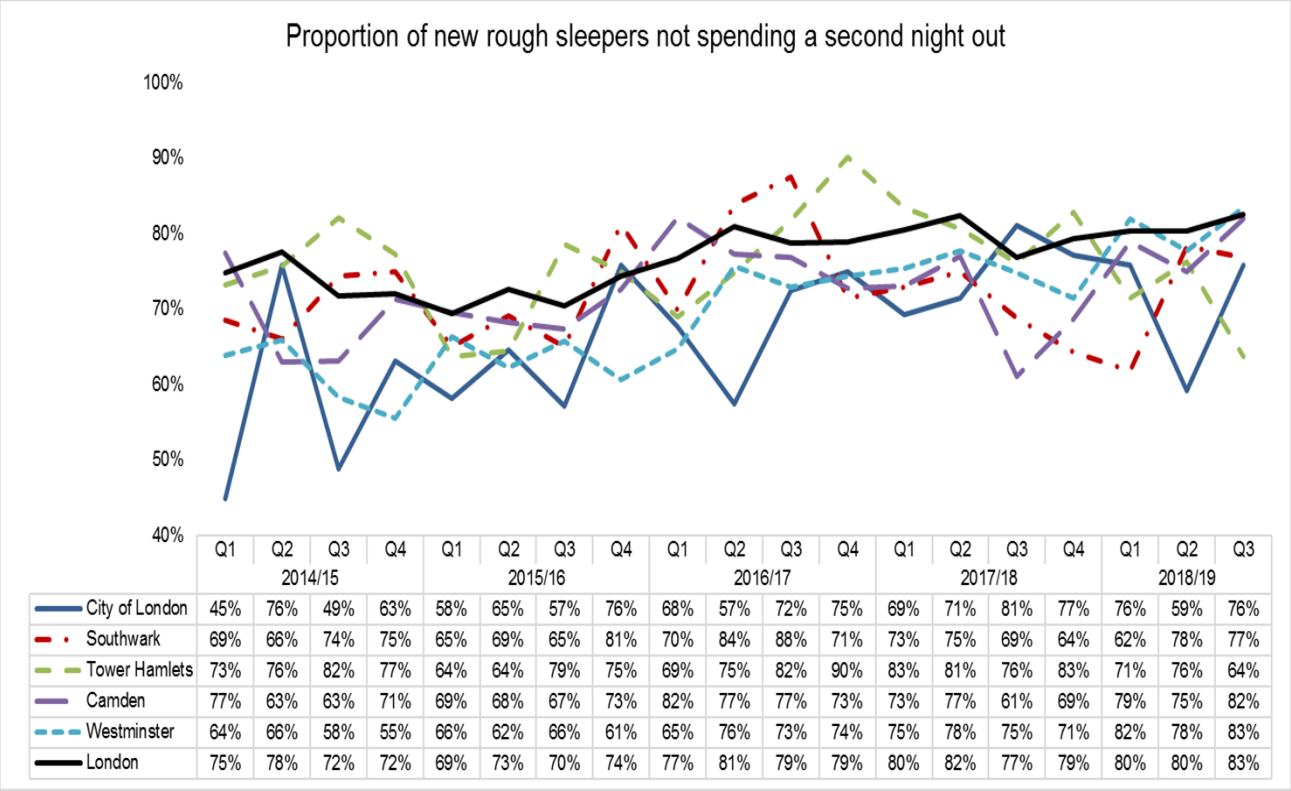
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
	2014/15				2015/16				2016/17				2017/18				2018/19		
City of London	130	131	135	142	133	152	177	166	123	128	146	145	135	140	149	135	125	113	212
Southwark	145	141	104	97	138	127	134	103	115	102	97	102	116	105	120	94	135	171	152
Tower Hamlets	117	148	105	82	137	140	122	89	127	173	130	115	128	154	110	83	98	137	76
Camden	173	191	209	169	203	221	244	182	203	273	256	195	237	258	285	259	248	281	298
Westminster	904	895	885	921	1018	1079	979	1043	1048	814	868	1140	909	823	757	718	774	836	905

Graph A2: Number of new rough sleepers



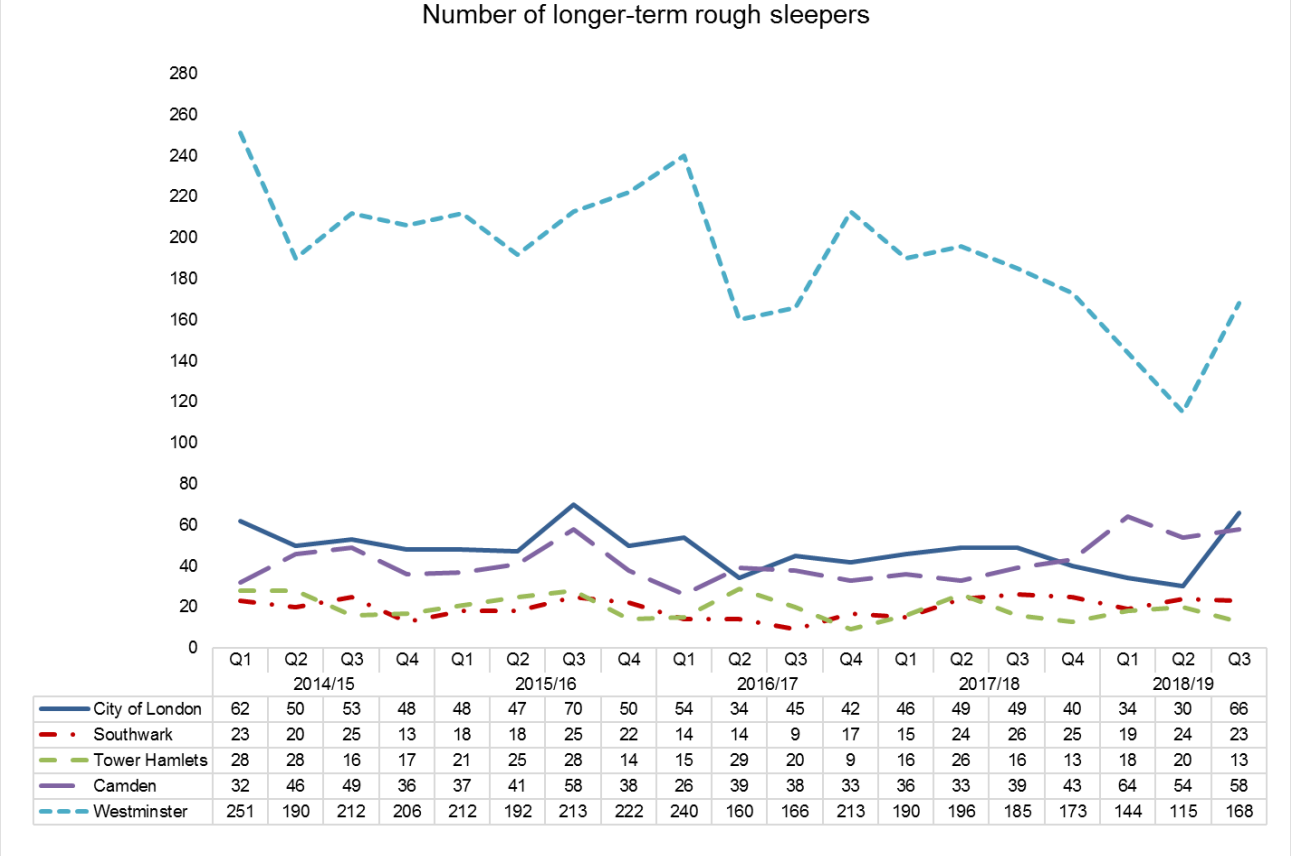
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
	2014/15				2015/16				2016/17				2017/18				2018/19		
City of London	29	33	39	57	31	48	70	62	34	54	58	52	26	21	37	35	29	22	99
Southwark	54	53	39	36	60	55	60	32	53	37	32	35	59	32	48	28	55	69	56
Tower Hamlets	56	82	56	44	77	59	56	32	58	91	55	51	48	62	46	29	35	59	22
Camden	62	89	76	73	95	104	92	73	84	141	99	77	89	104	113	99	71	104	100
Westminster	376	387	355	391	460	415	359	422	362	263	324	581	346	273	226	224	294	297	361

Graph A3: Percentage of new rough sleepers not spending a second night out



	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
	2014/15				2015/16				2016/17				2017/18				2018/19		
City of London	45%	76%	49%	63%	58%	65%	57%	76%	68%	57%	72%	75%	69%	71%	81%	77%	76%	59%	76%
Southwark	69%	66%	74%	75%	65%	69%	65%	81%	70%	84%	88%	71%	73%	75%	69%	64%	62%	78%	77%
Tower Hamlets	73%	76%	82%	77%	64%	64%	79%	75%	69%	75%	82%	90%	83%	81%	76%	83%	71%	76%	64%
Camden	77%	63%	63%	71%	69%	68%	67%	73%	82%	77%	77%	73%	73%	77%	61%	69%	79%	75%	82%
Westminster	64%	66%	58%	55%	66%	62%	66%	61%	65%	76%	73%	74%	75%	78%	75%	71%	82%	78%	83%
London	75%	78%	72%	72%	69%	73%	70%	74%	77%	81%	79%	79%	80%	82%	77%	79%	80%	80%	83%

Graph A4: Number of longer-term rough sleepers



	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
	2014/15				2015/16				2016/17				2017/18				2018/19		
City of London	62	50	53	48	48	47	70	50	54	34	45	42	46	49	49	40	34	30	66
Southwark	23	20	25	13	18	18	25	22	14	14	9	17	15	24	26	25	19	24	23
Tower Hamlets	28	28	16	17	21	25	28	14	15	29	20	9	16	26	16	13	18	20	13
Camden	32	46	49	36	37	41	58	38	26	39	38	33	36	33	39	43	64	54	58
Westminster	251	190	212	206	212	192	213	222	240	160	166	213	190	196	185	173	144	115	168